

The Consolidated Plan

The U.S. Department of Housing and Urban Development (HUD)'s Consolidated Plan is designed to help states and local jurisdictions to assess their affordable housing and community development needs and market conditions, and to make data-driven, place-based investment decisions. The consolidated planning process serves as the framework for a community-wide dialogue to identify housing and community development priorities that align and focus funding from HUD's Community Planning and Development (CPD) formula block grant programs: Community Development Block Grant (CDBG) Program, HOME Investment Partnerships (HOME) Program, Housing Trust Fund (HTF) Program, Emergency Solutions Grant (ESG) Program, and Housing Opportunities for Persons With AIDS (HOPWA) Program.

The City of Knoxville's PY2020-2024 Consolidated Plan

The City of Knoxville is preparing its Five-Year, program year 2020-2024 Consolidated Plan due to HUD in May 2020. The City anticipates receiving HUD Community Planning and Development (CPD) grant funds including Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME) Grant, and Emergency Solutions Grant (ESG) funds for programs and activities under the Consolidated Plan beginning in July 2020.

Community Engagement Process

The City of Knoxville's Community Development Department began planning in spring 2019 for a three-month community engagement process to include public participation and consultation with organizations partnering with the City on affordable housing and other community development activities.

While citizen participation is incorporated throughout the entire planning process, it can play a key role in determining needs. An assessment that includes first-hand information from potential beneficiaries of funded activities can better gauge the level of need at the individual level and can help identify potential obstacles in program implementation. Consultations are valuable at this stage to determine what activities other organizations are already carrying out and to determine potential collaborations. Based on consultations and citizen participation, grantees can identify programs that are adequately meeting a need and choose to supplement and expand upon successful programs.

Public Participation

The City of Knoxville is designated as an *entitlement grantee* by HUD, and as such is required (under the Code of Federal Regulations or CFR, Title 24 – Housing and Urban Development, 91.105) to adopt a *Citizen Participation Plan* that encourages citizen participation in the development of any consolidated plan, any substantial amendment to the consolidated plan, and the performance report. In addition, HUD provides guidance that participation should specifically include: Low and moderate income persons; Those living in slum and blighted areas; Those living in areas where CDBG funds are proposed to be used; By residents of predominantly low and moderate income neighborhoods; Minorities and non-English speaking persons; and Persons with disabilities.

HUD also encourages jurisdictions to explore alternative public involvement techniques and quantitative ways to measure efforts that encourage citizen participation to create "*a shared vision for change in communities and neighborhoods.*"

The Community Development Department began its public participation strategy by consulting with the City's Office of Neighborhoods and Neighborhood Advisory Council (NAC) with the goal to better engage and be more accessible to residents. A series of neighborhood meetings was planned across the city – north, south, east and west. The NAC and Office of Neighborhoods helped determine meeting locations and publicized the meetings through their neighborhood association list-serve, newsletters, and social media sites. Two public meetings in a central location were added later – one held mid-morning and another in the early evening - to be accessible to a broader audience. The two public meetings, held in August and September, were publicized in the Knoxville News Sentinel to meet its Citizen Participation Plan guidelines. Additional meetings were held with staff and members from Socially Equal Energy Efficient Development (SEED), a non-profit, grassroots organization and Knoxville's Public Housing Authority – Knoxville's Community Development Corporation (KCDC)'s Knoxville Tenant Council in October, 2019.

Community Development staff also created an online survey instrument on Survey Monkey, asking residents about priority community needs. The survey could be accessed from either a computer, tablet or a smart phone with internet service. Publicity for the survey included: a "kick-off" event; media advisory; through the City's web and Face Book pages; the Office of Neighborhood's list serve and weekly newsletter; by several news media organizations; and other methods including distributing fliers with the survey web address throughout the community, at libraries and community centers. The survey went *live* online on July 11, 2019, and ended on October 7, 2019. Four-hundred (400) respondents took the survey online.

The online survey was adapted for use in the meetings with the use of Turning Point software and polling equipment. Meeting attendees were given *touch pad* devices to answer the survey questions shown in the meeting's Power Point presentation and their responses were recorded by the software. One-hundred and twenty-nine (129) people attended nine meetings (August-October, 2019):

1. Community Development managers and staff (a beta test of sorts) – August 16
2. East Neighborhoods meeting – August 19
3. North Neighborhoods meeting – August 20
4. West Neighborhoods meeting – August 22
5. South Neighborhoods meeting – August 26
6. Public meeting (evening) – September 26
7. Public meeting (morning) – September 27
8. SEED staff and students – September 17
9. Knoxville Tenant Council, a board made up of KCDC resident-representatives – October 23

After the meeting presentations, attendees were invited to share in small groups, more open-ended comments, to ask questions, and discuss their ideas/concerns about needs in the community. Staff took notes of these on large sheets of paper at all the meetings.

Lastly, the City partnered with SEED to conduct door-to-door outreach to people who are typically under-represented and living within areas of low income and minority concentration. SEED's mission is to "create pathways out of poverty for young adults through job readiness training while equipping communities with environmental literacy skills." SEED staff/trainees used computer tablets to conduct and collect survey responses from 94 people in the community in September 2019.

A total of 623 survey responses were collected by Survey Monkey (400), Turning Point (129), and through SEED's outreach (94). Data from each of the survey instruments exported into Excel, allowing responses to be combined.

Survey Methodology

The questions developed for the survey by the Community Development Department were selected to ascertain people's opinions about community needs from the perspective of publicly provided services, including those that could be funded with HUD Community Planning and Development (CPD) grant funds that the City receives/anticipates to receive – Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME) grant, and Emergency Solutions Grant (ESG) programs.

Nine questions asked about different *categories* of community needs: Neighborhood Needs, Home Ownership Needs, Rental Housing Needs, Homeless Needs, Special Populations' Housing and Service Needs, Economic Development Needs, Public Service Needs, Public Facility Needs, and Public Infrastructure Needs. Respondents would pick the three (or five, in one case) 'community needs' that they felt were most important. Respondents didn't rank them, they just picked the three they thought the most important of those listed. Needs were later ranked by a count of how many people picked that 'answer.' On question ten, respondents chose the three categories they thought the most important (from the nine) community needs. Those were then used to rank the most important community needs categories.

The remainder of the questions were demographic in nature. See the demographics of the respondents and the survey questions at the end of this document.

Community Development staff also held nine focus groups with 146 participants in order to reach/gather community needs information from additional under-served populations (and/or their advocates), including:

1. People Experiencing Homelessness
 - The Next Step Initiative (people living outdoors/on-the-street and outreach staff) – July 25
 - The Youth Advisory Board (a board made up of youth experiencing homelessness) – August 29
2. Racial and Ethnic Minorities
 - Knoxville NAACP (members of the Housing Committee and meeting attendees) – August 6
 - Latinx Advocates – August 28
 - Lonsdale Elementary School Parents and others (Spanish-speaking) – September 16
3. People who have a Disability
 - The Mayor's Council on Disability Issues (CODI) – September 13
4. Seniors/the Elderly
 - Knoxville-Knox County Community Action Committee (CAC) Office on Aging and O'Connor Senior Center (senior participants and program staff) – August 16
5. Low- and Moderate-Income Residents and Areas
 - Lonsdale Neighborhood Leaders – September 16
 - Great Schools Partnerships Community Schools (Low- and Moderate-Income Areas, School Resource Coordinators and staff) – September 20

Focus Groups were organized by community leaders and advocates within their particular area of interest. The meetings were facilitated by Community Development staff and group participants were asked three questions:

1. What's working well (services, etc. for their particular group) within the Knoxville community?
2. What's not working well?
3. What are your ideas/solutions for improving services, etc.?

Community Development staff took notes (on large pieces of paper) of all responses, then asked focus group participants to prioritize the three ideas/solutions using colored, sticky dots – the more dots, the higher priority. At the end of that process, participants were asked if anything else was missing from the list.

Consultation

In addition to *citizen participation* requirements, HUD Consolidated Plan regulations (24 CFR, Part 91.100) identify categories of organizations the grantee must consult with during the Plan's development. Entitlement grantees must consult with public and private agencies that provide assisted housing, health services, and fair housing services for children, veterans, youth, elderly, persons with disabilities, persons living with HIV/AIDS, and their families. When preparing its homeless strategy, local grantees must consult with the Continuum of Care (CoC) and other agencies that provide homeless assistance and homelessness prevention services.

In addition to the focus groups listed above, that included public and private agency staff, Community Development held focus groups with partner-organizations in the community, including:

1. Affordable Housing Developers (Community Housing Development Organizations (CHDOs), Knoxville's Community Development Corporation (KCDC), and other non-profit housing developers and for-profit housing developers) – September 19
2. Organizations that assist the Homeless (the Knoxville Homeless Coalition, which is the CoC) – September 25

Focus Group participants were asked the same three questions (and their responses were recorded) as above and asked to prioritize their ideas/solutions in the same way. At the end of that process, participants were also asked if anything else was missing from the list.

There were groups that were not able to participate in a focus group due to time constraints, etc. For these, a questionnaire was developed with the same three questions and asking the person completing it, to prioritize their ideas/solutions. Questionnaires were sent to: the City of Knoxville's Diversity Business Advisory Council, Bridge Refugee Services, the Knoxville NAACP, Americorps, Knox County Schools, Childrens' Hospital, Positively Living, and Broadband Internet Services Providers.

Combining Survey Data and Notes from Meetings/Focus Groups/Questionnaires

Community Development staff gathered:

- Data from all survey sources (Survey Monkey, Turning Point, and SEED surveys)
- Comments from notes taken at neighborhood meetings (4), public meetings (2), SEED and Knoxville Tenant Council (2) meetings, and focus groups (11)
- Questionnaire responses

- Other comments received (Knoxville NAACP, Volunteer Ministry Center, and on the City of Knoxville's Face Book page and Instagram posts.)

and broke them down into the categories used in the survey to further elucidate the survey data. Duplications/redundant comments ("more affordable housing is needed" and "Knoxville needs more affordable housing" for example) were combined. However, comments that "fit" into multiple categories/subcategories were included in more than one category/subcategory, so there is some duplication of comments where it further described the data. Comments that didn't fit a specific – or pertained to multiple - categories/subcategories were added at the end of the subcategory.

Data Quality

Several measures were taken to protect data quality. No names or individual identifiers were tied to any of the comments from the surveys, polling meetings, focus groups, public meetings or any other comment. All of the notes from the meetings and focus groups were typed by the same staff person. Notes were then checked by at least one other meeting attendee for accuracy. Survey Monkey, Turning Point, and SEEED data was exported into one Excel file where it was checked (and double-checked by another staff member) for accuracy. The data quality was compiled into one document in a team meeting where staff members could challenge the placement or inclusion/exclusion of comments.

Research and other Data

While the further development of the Consolidated Plan document (draft will be available in April 2020) will include data from:

- Housing Needs Assessment
- Homeless Needs Assessment
- Housing Market Analysis
- Analysis of Impediments to Fair Housing Choice (AI),

some preliminary data from both local sources (University of Tennessee *KnoxHMIS's* Community Dashboard on Homelessness, the Knoxville-Knox County Homeless Coalition, 211 East Tennessee, East Tennessee Development District, etc.) and national sources (American Communities Survey) helped to confirm key findings from the community engagement process.

Summary of Findings

Homelessness Needs ranked highest priority need category overall in the surveys. Within this category, survey respondents ranked *Affordable Permanent Housing* as the most important need of those experiencing homelessness. Data from *KnoxHMIS's* Community Dashboard on Homelessness corroborates that people experiencing homelessness cite "No Affordable Housing" as the primary cause for their homelessness (Knox HMIS, for October 1-December 31, 2019). *Homelessness Prevention* and *Supportive Services Connecting People to Resources* ranked second and third highest within the Homelessness Needs category. Again, data from the Community Dashboard on Homelessness shows causes for homelessness, like "Eviction," that point to the need for further homelessness prevention services. Likewise, some of the other causes for homelessness (mental health/health, domestic violence, etc.) point to the need for supportive services.

Focus groups were held with people who were currently experiencing homelessness (or had in the recent past), including: people experiencing street homelessness (arranged through The Next Step Initiative) and youth/young adults serving on the Youth Advisory Board (arranged by CAC). A focus group was also held with the Knoxville-Knox County Coalition for the Homeless, which also serves as the *Continuum of Care*, made up of staff from organizations that provide services to those experiencing homelessness. Focus group participants, across the board, expressed that different populations had different levels of vulnerability and housing and service needs. Participants talked about the closing of Lakeshore (a mental health hospital) and the gap in housing and services for people experiencing serious and persistent mental illness. Another example given was homeless youth -who are especially vulnerable and shouldn't be housed alongside adults in emergency shelters. Yet another example was that people who had been homeless for a long period of time typically had more difficulty with following shelter rules, thus having shorter shelter stays and less contact with case managers who could connect them with resources – including permanent housing. Comments from one organization included the need for *low-barrier* shelter to help meet these needs. The need for a *Housing Navigator* to coordinate services and access to amenities (showers, laundry facilities, phone charging and computer access) were also priority needs.

Neighborhood Needs ranked second highest priority need category overall. Within this category, respondents ranked *Affordability of Housing* as the most important need in neighborhoods. Local data (211 East Tennessee), national data (American Communities Survey) and other sources (RentJungle.com, Zillow.com) confirm this. “Housing and Shelter” and “Utilities” made up 54.9% of all calls for assistance received by 211 East Tennessee (January 2019-January 2020) for the area. American Communities Survey (ACS) used by HUD to develop its Comprehensive Housing Affordability Strategy (CHAS) data, released in August 2019 for 2012-2016, showed that more than a third (34%) of city households are *cost-burdened*, paying more than 30% of their monthly incomes in housing costs. Data from commercial websites, RentJungle.com and Zillow.com, show increasing rent (26% increase from 2012-2016) and home sales (10% increase for the same period), compared to a 5% increase in household incomes (2012-2016 ACS data) for the same time period.

Public Services (crime prevention, substance abuse/addiction, health, mental health, employment and job training services, recreation, energy conservation, etc.), and Overall Quality of Life in the Neighborhood (walkability, safety) ranked second and third highest in the *Neighborhood Needs* category.

Participants at public and neighborhood meetings, as well as focus group participants, expressed concerns that neighborhoods are losing affordable housing to “house-flippers” and a desire to increase opportunities for residents, especially in LMI neighborhoods, to benefit not just from repairs on their houses, but also from the construction job opportunities that come with the housing repair programs. Overall, people said they want better communication and relationships between neighborhoods and the City, especially with the KPD, to improve neighborhood safety and security. People said they desire: increased police and Neighborhood Watch presence; street lights and other infrastructure improvements to improve accessibility and reduce crime; implementation of street cameras and lowering speed limits in neighborhoods; violence prevention and limiting access to guns; better community interaction to curb violence and illegal activities; more Spanish-speaking police officers; and improved relationships between KPD and people experiencing street homelessness.

Economic Development Needs ranked third highest priority need category overall. *Job Creation and Start-ups and Business Expansion*, were very closely ranked as highest priority within this category. *Support for Existing Businesses in Redevelopment Areas* ranked close to highest.

While the unemployment rate in the city of Knoxville is fairly low (4.2%), wages are also low. According to the Bureau of Labor Statistics (May 2018 News Release), the mean hourly wage for all occupations, for Knoxville is \$21.70 compared to \$24.98 for the U.S., a 13% difference. Certain populations are also disproportionately impacted by low wages and high unemployment. According to the 2013-2017 ACS, 41.6% of black Knoxville households live below the poverty line, compared to the national average of 25.2%. Deniece Thomas, Deputy Commissioner of Workforce Learning and Development with the Tennessee Department of Labor and Workforce Development, said in a community meeting on January 6, 2020, that, “labor force participation among adult African American males is lower than it was during The Great Depression.” She went on to say that the reason is that “wages are not keeping up with economic growth.” She also said that, “barriers to employment like transportation, childcare, etc. are the same barriers that keep black people from school/training.”

Participants in focus groups coalesced on the idea of developing a pipeline or *career ladder* of construction jobs that would increase opportunities for residents, especially in LMI neighborhoods, to benefit not just from repairs on their houses, but also from the construction job opportunities that come with the housing repair programs. The Knoxville Chapter of the NAACP submitted the following recommendation:

We need both affordable housing and good jobs, and we want CDBG funds to tie these two positive outcomes together. The East Knoxville and Mechanicsville neighborhoods once had a vibrant small business presence, which we very much want to see again by providing our resident entrepreneurs a supportive network. We envision three initiatives:

Support a community capacity building processes (a Community Development Network) within the East Knoxville / Mechanicsville (and within the Lonsdale, and the South Knoxville higher risk neighborhoods if these neighborhoods so choose) to develop a neighborhood vision of community development, a long-term community development plan, and shorter-term goals;

Develop a training-to-employment construction career ladder within the East Knoxville / Mechanicsville neighborhoods with the Community Development Network and other partners so that trained residents can get jobs within the housing construction and rehabbing job fields funded by CDBG within their neighborhoods; and

Develop a small business incubator within the East Knoxville / Mechanicsville neighborhoods to spur low to middle income residents to create and expand small businesses and jobs within their neighborhoods.

Other related comments include: construction jobs should be targeted, as they pay living wages and provide highly valuable skills for the employees and the recommendation of creating a central repository of local general construction and home improvement contractors. It potentially could include a portal with projects, ratings of past work, and offer other assistance for both contractors and organizations. These goals would help the City meet Diversity Business Enterprise (DBE) goals to provide opportunity to small, minority- and women-

owned businesses, and HUD Section 3 requirements (giving preference to local businesses that hire LMI and public housing residents for jobs).

Other Priority Needs Categories

Infrastructure Needs ranked fourth highest priority need category overall. *Street Improvements – Pedestrians* ranked highest priority need within the category. *Public Transit* and *Parks* were second and third highest priority needs. Comments from meetings included: KAT needs to be expanded with new routes to outlying areas - Farragut, Karns, Powell, South County; KAT needs expanded hours of operation and increased frequency of buses; water/sewer improvements are needed in East Knoxville; and more traffic calming is needed, especially in North Knoxville. It should be noted that sidewalks, public transit, and parks are all a focus of the City's Americans with Disabilities Act (ADA) capital improvement plan. Sidewalks and public transit are also important to people accessing employment.

Public Service Needs ranked fifth highest priority need category overall. *Health Services (including mental health services)* ranked highest priority need within this category. There were a lot of comments in this category about the need for mental health services – case management and wrap-around services – as well as the loss of mental health care and facilities. *Employment and Job Training Services* ranked second highest in the category and *Crime Prevention* ranked third highest. Participants reported that health services (including mental health) are expensive and scarce.

Rental Housing Needs and *Homeownership Needs* were ranked sixth and eighth overall, respectively. Within both categories, *Energy Efficiency Improvements* was ranked as the most important need. Housing *Rehabilitation* was the second highest need again for *Homeownership Needs* and third highest for *Rental Housing Needs*. Local data from 211 East Tennessee show that 25.7% of all calls in the past year were for utilities assistance, confirming that energy efficiency improvements are an identified need. The age of the city's housing stock also points to the need for energy efficiency improvements, as well as other improvements that come with housing rehabilitation. Data from the 2013-2017 ACS for the city of Knoxville show that over 57,000 housing units (64% of total housing units) are more than 40 years old, and 10,800 (12%) housing units are more than 80 years old. Participants in neighborhood, public meetings, and focus groups echoed the need for increased weatherization to stabilize utility bills, as well as affordable solar panels, installation of insulated windows, and the need for additional education on how residents can lower energy usage.

Tenant-based Rental Assistance (TBRA) was ranked second highest within the *Rental Housing Needs* category. Data from 211 East Tennessee show that of the calls for assistance for Housing and Shelter (29.2% of all calls within the past year), the highest number of requests were for rent assistance (55%).

While not ranked high in the survey, *Accessibility* in housing was very important to focus group participants who have a disability and for seniors/elderly, as noted below.

Comments about *Rental Housing Needs* included the need for: New, government-subsidized housing should be 100% accessible; Development of additional affordable rental housing to accommodate the high demand; more income-based housing in 'areas of opportunity;' land bank(s) to facilitate homeownership; more public housing; incentives for landlords to accept Section 8 vouchers; and more housing for middle income households (not the very lowest income).

Comments about *Homeownership Needs* included the need for: new government-subsidized housing should be 100% accessible; housing rehabilitation, including emergency and minor home repairs to address mold, lead in water; down payment assistance, especially for home-buyers with student loan debt; information about predatory lending; and an increase in after-rehab values (from Affordable Housing Developers focus group).

Special Populations' Housing and Service Needs ranked seventh highest priority need category overall. *Housing and Services Needs for People with Mental Illness* ranked as highest priority with this category. *Housing and Services for People Experiencing Domestic Violence* and *Housing and Services for People Experiencing Homelessness* ranked second and third highest priority, respectively within the category.

Participant comments included concerns about the growing need to fill the gap in mental health services since the closing of mental health facilities in Knoxville in recent years. Related to these concerns are the needs of homeless populations for emergency shelter and services, as well as permanent supportive housing with a treatment component to address mental health, drug abuse/addiction, and behavioral health.

Public Facilities Needs was ranked last of the priority needs categories. *Neighborhood and Community Centers*, *Youth Centers*, and *Seniors Centers* ranked first, second and third highest need within this category. In addition, meeting participants suggested creating public shared spaces like: entrepreneur, small business, and/or *Maker Space*; an LGBTQ+ community center; a job creation center with computers; and a day space for individuals with developmental disabilities.

Consolidated Plan/Strategic Plan Priority Needs

The City anticipates receiving HUD Community Planning and Development (CPD) grant funds including Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME) Grant, and Emergency Solutions Grant (ESG) funds for programs and activities under the Consolidated Plan beginning in July 2020. A key feature of these grants is the grantee's ability to choose how the funds will be used. For each program, HUD describes a broad range of eligible activities. The state or local governments determine which of the eligible activities will best serve the needs of their community.

When developing a Consolidated Plan, a grantee must first analyze the needs within its jurisdiction and then propose strategies to meet those needs. The level of need in a community will always be greater than the limited resources available to meet the need. Accordingly, the first step of the Strategic Plan is to identify the grantee's *priority needs*. Priority needs are the needs that will be addressed by the goals outlined in the Strategic Plan.

Once priorities have been established, grantees must develop a set of goals based on the availability of resources, and local organizational capacity. The goals should specifically address the priority needs. The goals will serve as a management tool to help the grantee track and monitor performance throughout the term of the Consolidated Plan.

HUD Regulations

HUD has requirements and regulations guiding each funding source, including federal objectives (in bold type below):

The Community Development Block Grant (CDBG) Program provides annual grants on a formula basis to states, cities, and counties to develop viable urban communities by **providing decent housing and a suitable living environment**, and by **expanding economic opportunities**, principally for low- and moderate-income persons. The program is authorized under Title 1 of the Housing and Community Development Act of 1974, Public Law 93-383, as amended [42 U.S.C.-530.1](#) et seq.

The HOME Investment Partnerships Program (HOME) provides formula grants to States and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating **affordable housing for rent or homeownership** or providing direct rental assistance to low-income people. HOME is the largest Federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. The HOME Statute is contained in Title II of the Cranston-Gonzalez National Affordable Housing Act.

The Emergency Solutions Grant (ESG) is a formula grant program. Eligible recipients generally consist of metropolitan cities, urban counties, territories, and states, as defined in 24 CFR 576.2. The ESG program provides funding to: Engage homeless individuals and families living on the street; Improve the number and quality of emergency shelters for homeless individuals and families; Help operate these shelters; Provide essential services to shelter residents; Rapidly re-house homeless individuals and families; and Prevent families and individuals from becoming homeless. ESG funds may be used for five program components: **street outreach, emergency shelter, homelessness prevention, rapid re-housing assistance, and HMIS**; as well as administrative activities.

Draft Goals and Objectives

Below is a table with a *draft* of the Goals and Objectives the City of Knoxville has developed to meet the priority needs developed during the community engagement and initial research process. These *draft* Goals and Objectives will be used to describe the types of programs and activities the City wishes to fund to meet priority community needs in its Year One Action Plan. Year One (July 1, 2020 – June 30, 2021) requests for CDBG and ESG funds from the community (as well as some local general funds) will be guided by these.

City of Knoxville Consolidated Plan 2020 - 2024		
DRAFT Goals and Objectives	Priority	Federal Objectives
Goal: Reduce and Prevent Homelessness		
<u>Objective:</u> Increase Affordable Permanent Housing, through:		
• Rental Housing Development/Rehabilitation	High	Provide Decent Housing (DH)
• Permanent Supportive Housing Development/Rehabilitation	High	DH
<u>Objective:</u> Prevent Homelessness and Prevent Displacement, through:		
• Emergency Home Repair Services	High	DH
• Homelessness Prevention Services, including Case Management and Supportive Services	High/ESG	Homelessness Prevention

<u>Objective:</u> Connect People to Resources, through:		
• Rapid Re-housing Assistance	High/ESG	Rapid Re-housing (RRH)
• Case management, including Housing Navigation	High/ESG	RRH and Emergency Shelter
• Employment and Economic Stability	High	Create Economic Opportunities
• Street Outreach	High/ESG	Street Outreach
• HMIS	High/ESG	HMIS
<u>Objective:</u> Provide Emergency Shelter (Including Low-barrier Shelter)	High	Create a Suitable Living Environment
<u>Objective:</u> Provide Emergency Services (Including Amenities)	High/ESG	Emergency Shelter
Goal: Stabilize and Revitalize Neighborhoods		
<u>Objective:</u> Increase Housing Affordability through Housing Development, by:		
• Partnering with Community Housing Development Organizations (CHDOs) and Others	High	Provide Decent Housing (DH)
• Providing Down Payment and Closing Cost Assistance to CHDO Home Buyers	High	DH
<u>Objective:</u> Prevent Displacement through Housing Rehabilitation	High	DH
<u>Objective:</u> Support Public Services, including:		
• Health Services (Mental Health and Substance Abuse, especially for Special Populations)	High/ESG	Emergency Shelter and Street Outreach
• Employment and Job Training	High	Create Economic Opportunities
• Energy Conservation in Affordable Housing Development	High	DH
• Broadband Internet in Affordable Housing	Low	DH
<u>Objective:</u> Support Improvements to Public Infrastructure, through:		
• Pedestrian and Vehicular Street Improvements	Low	Create a Suitable Living Environment (SL)
• Storm Water Improvements	Low	SL
<u>Objective:</u> Support Public Facility Improvements - Energy Conservation	Low	SL
<u>Objective:</u> Improve Blighted Properties with HUD funds	Low	SL
Goal: Create Economic Opportunity		

<u>Objective:</u> Create Job Opportunities, through:		
• HUD-funded Affordable Housing Construction Activities	High	Provide Decent Housing (DH)
• HUD and/or Other Source(s)-funded Construction Activities	High	Create a Suitable Living Environment (SL)
<u>Objective:</u> Increase Economic Opportunity, through:		
• Development of a Construction-related Job Pipeline	High	Create Economic Opportunities (EO)
• Creation of a Central Repository of Contractors and Sub-contractors	High	EO
• Support Capacity-building within the Community	High	EO
Goal: Enhance the Availability, Accessibility, and Quality of Affordable Housing		
<u>Objective:</u> Increase Affordable Rental Housing, through:		
• New Construction	High	Provide Decent Housing (DH)
• Rehabilitation	High	DH
<u>Objective:</u> Increase Affordable Owner-occupied Housing, through:		
• New Construction (Including Partnering with CHDOs)	High	DH
• Down Payment and Closing Cost Assistance to CHDO Home Buyers	High	DH
• Rehabilitation	High	DH
<u>Objective:</u> Increase Permanent Supportive Housing	High	DH
<u>Objective:</u> Provide Tenant-Based Rental Assistance	Low	DH

Next Steps

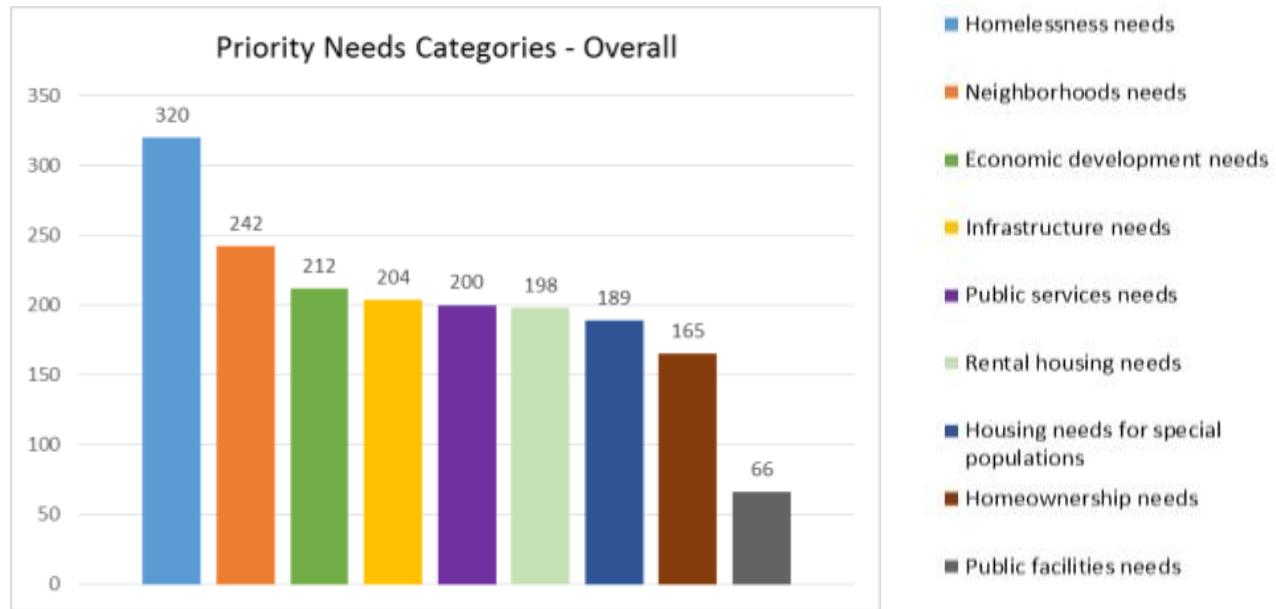
From now (January 22) through March, the City will further develop its draft Consolidated Plan to include housing and homeless needs assessments, a market study, and the Analysis of Impediments to Fair Housing Choice (AI). As Year One HUD resources become known (expected by Spring 2020) and capacity of an organization requesting funds is measured (among other criteria) by its funding request, the City will draft its Year One Action Plan. Drafts of the Consolidated Plan, Year One Action Plan, and AI will be available for public review on April 1. A 30-day public comment period follows (-April 30, 2020). An additional public meeting will be held during this time to get public input before finalizing the Plans. Please see the timeline below.

Consolidated Plan/Year One Action Plan Timeline

Draft Consolidated Plan	January 22 – March 31, 2020
Year One Action Plan <i>Funding Application Process</i>	February 3 - February 28
Drafts Available for Review <ul style="list-style-type: none"> Consolidated Plan <i>Year One Action Plan*</i> 	April 1
30-day Public Comment Period	April 1 – April 30
Public Meeting	April 28
City Council Review / Vote	May 5
Due to HUD	May 15 / <i>TBA</i> *

Background Data

Results from Community Engagement Process - 2019



Homelessness Needs ranked highest priority need category overall. Low- and moderate-Income (LMI), Renter, Elderly, Disabled, Single-parent, North Knoxville, West Knoxville, South Knoxville and Downtown respondents ranked it highest. Minority and East Knoxville respondents ranked it second highest.

Neighborhood Needs ranked second highest priority need category overall. Minority, East Knoxville, and Single-parent (tie) respondents ranked it highest.

Economic Development Needs ranked third highest priority need category overall. Minority, Elderly, West Knoxville and East Knoxville respondents ranked it third highest.

Infrastructure Needs ranked fourth highest priority need category overall. West Knoxville respondents ranked it second highest and South Knoxville respondents ranked it third highest.

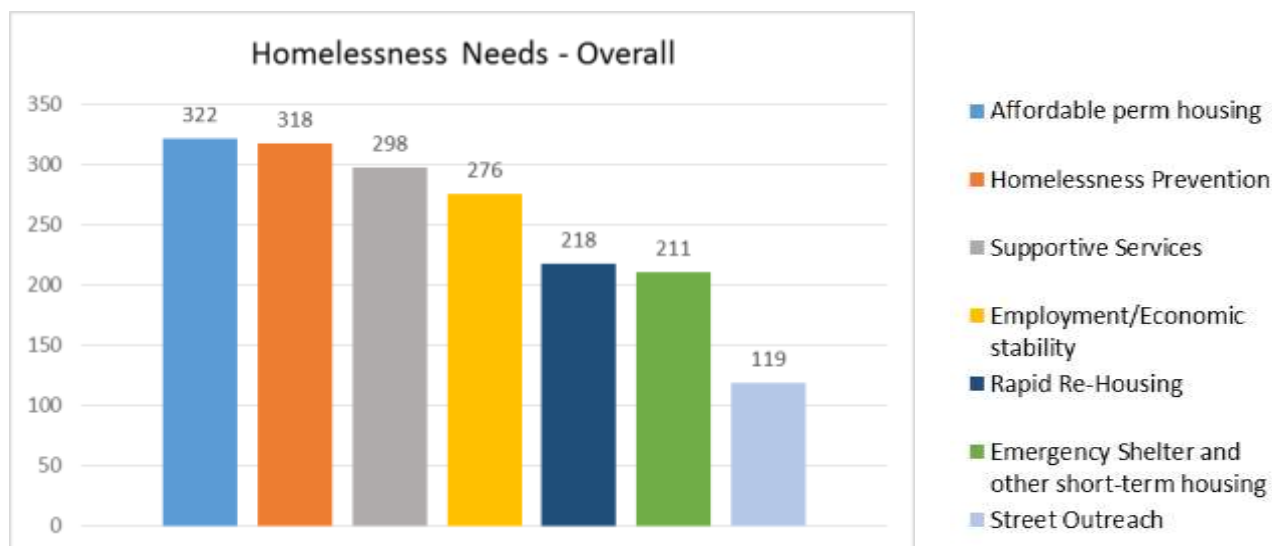
Public Services Needs ranked fifth highest priority need category overall. South Knoxville respondents ranked it second highest and North Knoxville respondents ranked it third. Disabled and Downtown respondents ranked it tied for third highest.

Rental Housing Needs ranked sixth highest priority need category overall. Renter and Single-parent respondents ranked it second highest and LMI and East Knoxville respondents ranked it third highest. Disabled and Downtown respondents ranked it tied for third.

Housing Needs for Special Populations ranked seventh highest priority need category overall. Downtown respondents ranked it second highest. LMI, Elderly and South Knoxville respondents ranked it fourth highest.

Homeownership Needs - ranked eighth highest priority need category overall. Single-parent respondents ranked it third highest, Disabled respondents ranked it a tie for third highest, and Minority and East Knoxville respondents ranked it fourth highest.

Public Facilities Needs - ranked ninth, or last, priority need category overall.



Affordable Permanent Housing ranked highest overall and highest by LMI, Renter, Single-parent, North Knoxville, West Knoxville, and Downtown respondents.

Comments Received:

- *More Permanent Supportive Housing (specifically the Housing First model) is needed*
 - *A gap exists between what PSH currently offers and long-term care, and gap needs to be filled regardless of insurance status, (something similar to Willow Cottage)*
 - *Needs a treatment component as well to address drug addiction, physical health, and behavioral health*
- *Lack of permanent supportive housing and funds to maintain*
- *We need more public housing*
- *Closing of Lakeshore is a concern, as many former residents had nowhere to go*
- *Lowering qualification requirements (existing barriers are keeping people 'locked out', especially if they have a criminal background)*
- *Youth - More permanent housing options for youth aging out of government programs designed for them*
 - *A shared housing model/roommates for young people*
 - *A program like Scholar's House for homeless college students*
 - *Increased housing for the adopted/foster population*
- *People with HIV+ and Hepatitis + lack access to low-barrier housing*
- *Increase affordable housing for Veterans*
- *Refugees need information/education about their legal rights to housing*
 - *Single women/mother refugees need resources to access housing*

Homelessness Prevention ranked second overall, highest by Minority, and East Knoxville respondents and third highest by LMI, Elderly, and Single-parent respondents.

Supportive Services Connecting People to Resources ranked third highest overall and second highest by LMI, Elderly, Disabled and South Knoxville respondents.

Comments Received:

- *More services are needed in North Knoxville and East Knoxville for the homeless*
- *Increase support for homeless LGBT community, specifically to Black trans women*
- *More and better case management and start-up services for homeless youth*
- *Homeless youth need social security cards and a driver's license to find a job, build capital and fine-tune skills*
- *Continue existing services – Harm Reduction Coalition (needle-exchange, medical care) and Narcan, Narcan training, whistles for safety (street homeless)*
- *Increase “people-centered” case management and wrap around services:*
 - *Current services often do not meet all the needs of the individuals*
 - *A more focused approach on service delivery, more customer-friendly*
- *A Housing Navigator position would help alleviate lack of coordination between agencies*
- *Health services expensive and scarce (Cherokee Health has a 3 month waiting period)*
- *Increase mental health services and facilities*
- *Closing of Lakeshore is a concern, as many former residents had nowhere to go*
- *Growing mental health problem means growing need for facilities/services*
- *Underlying causes of homelessness is often grief, addiction, trauma, ACEs*
- *More resources for homeless college students*
- *More homeless services and resources in South Knoxville*

Employment/Economic Stability ranked fourth highest overall and second highest (or tied second highest) by Single-parent, East Knoxville, and Downtown respondents.

Rapid Re-housing Services (rent and utility deposits assistance) ranked fifth overall, tied for second highest by Single-parent respondents, and third highest by Disabled and Downtown respondents.

Emergency Shelter and other Short-Term Housing ranked sixth overall and fourth highest by Disabled, Single-parent and Downtown respondents.

Comments Received:

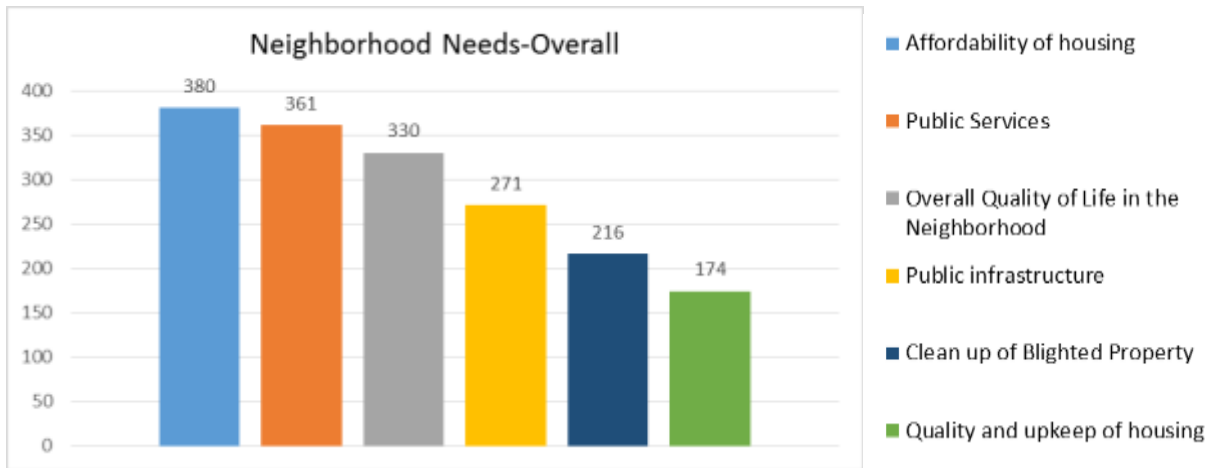
- *Low-barrier shelters (general and targeted at certain populations such as youth and men) are needed*
- *A “runaway” shelter is needed in South Knoxville*
- *More places are needed for the homeless to shower and do laundry*
- *Use KAT bus shelter as a warming station for homeless in Winter*
- *Increase “second chance” housing, as a criminal record can be a barrier to housing*
- *There's no place for people to go after rehabilitation, so they become homeless again*
 - *Increase shelter space for men (women, especially women with children, have an easier time finding shelter, temporary housing, and permanent housing than men)*
- *Improve/increase shelter space and temporary housing*
 - *Lengthy waiting list because people are staying in temporary housing for too long*
 - *Residents showing progress will qualify for housing; Do away with applications*
- *Shelters need better staffing, less institutional, more home-like, with lockers to prevent theft*
- *More emergency housing is needed for victims of domestic violence (especially immigrant/refugees)*
- *A “low barrier, housing focused emergency shelter” is a need*

- *Advocacy with TennCare to pay for/ do placement in emergency beds (no place for people transitioning out of indigent care to go)*
- *Lack of coordination between hospitals and jails for re-entry to the community*
- *Shelters will not take in pregnant women/discriminatory*
- *Homeless with service dogs can't get access to shelter and health care*
- *Increase the amount of transitional housing for youth, in general, and youth coming from jail/prison*
 - *Less restrictions (later, reasonable curfews, or none at all and night, weekend passes to go off-site)*
- *Day space - Safety, stability and protection from the elements and Access to amenities – showers, laundry, phone-charging, computer access*

Street Outreach ranked last overall and slightly higher by Downtown respondents.

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *CHAMP not working for some populations, leaves some without shelter due to limited organizations having access*
- *Increased homelessness among Black and other minority populations*
 - *Underlying cause of homelessness is generational poverty*
 - *Care for the Care-givers - Grief counseling for care givers (coping with clients dying (overdoses, especially) and when lack of resources, often there is no help available to give to those needing housing, etc.*
- *Improve relationship with communities and street homeless population*
 - *Some areas of Knoxville are more accepting than others of people living on the streets*
 - *Some people are living in their cars, without a place to park*
- *End to expulsion from homeless encampments on public property*



Affordability of Housing ranked highest overall and highest by LMI, Renter, Minority, Single-parent, North Knoxville, East Knoxville, and Downtown respondents. It ranked second highest by Disabled and West Knoxville respondents.

Comments Received:

- Increase single-family housing in Opportunity Zones
- Mixed-use development is seen as unfavorable to some in West Knoxville
- Increased communication between City of Knoxville, neighborhoods, and developers concerning zoning and development in the area (some neighborhoods feel shut out of the process)
- Homes are quickly being “flipped” and losing affordable status
- Increase opportunities for Accessory Dwelling Units (ADUs)
- We need more public housing.

Public Services (crime prevention, substance abuse/addiction, health, mental health, employment and job training services, recreation, energy conservation, etc.) ranked second highest overall and highest by Disabled, West Knoxville, and South Knoxville respondents.

Comments Received:

- Increased police & Neighborhood Watch presence, shortened response times, implementation of street cameras, and lowering the speed limits
- Limiting access to guns/violence prevention
- Better Community Interaction to curb violence and illegal activity
- KPD specifically
 - Improve relationships between KPD and neighborhoods (positive interactions/relationships between Lonsdale residents & local law enforcement officers)
 - Decrease police response times
 - Increase number of Spanish-speaking police officers
 - Improve relationships with people experiencing street homelessness
 - Treat with dignity
 - Targeting and criminalizing poverty are a problem
- Better enforcement of Language Line usage and improvement of webpage translations
 - The signage and promotion of this service is not always prevalent, and customers do not always have knowledge of this service

- *Webpage translations are often wrong, should be improved and maintained*
- *Staff should be trained in the use of this service, and signage needs to be prominently displayed*

Overall Quality of Life in the Neighborhood (walkability, safety) ranked third highest overall, highest by Elderly respondents, and second highest by LMI and South Knoxville respondents.

Comments Received:

- *Improve the relationship between KCDC security and surrounding neighborhoods*
- *Improve relationship with communities and street homeless population - some areas of Knoxville are more accepting than others of people living on the streets and some people are living in their cars, without a place to park*
- *Reduce gun violence*
- *Racial tension in the community is a challenge*
- *Support a community network coalition with non-profits, associations, organizations, business owners, institutions, and other stakeholders to successfully advocate for and engage the populations of East Knoxville, South Knoxville, Lonsdale, and Mechanicsville*
- *Increased access to fresh foods (Lonsdale and areas of East Knoxville)*
- *Increased access to fresh food for seniors*
- *Increased community supports for seniors (like Meals on Wheels)*
- *Access to affordable and mobile devices need to be available to students*
- *Business Incubator*
 - *The provision of mentors and community assets to assist small businesses*
 - *Focus on economic development and fostering entrepreneurs in these neighborhoods*
- *Community and economic development is a challenge in East Knoxville*
- *Traffic calming*

Public Infrastructure (sidewalks, streets, parks, etc.) ranked fourth overall and tied with second highest by South Knoxville respondents.

Comments Received:

- *Cleanup and maintenance of parks, sidewalks, roadsides, and other common areas*
- *Increased ambient lighting in parks and other common areas would aid in fighting crime*
- *Strategic development of Knoxville that favors affordable housing over business*
- *Target funding to neighborhoods with higher needs*
- *Preservation of Lincoln Park*
- *More parks are needed in neighborhoods*
- *More transit shelters are needed (to house multiple people and wheelchair users)*
- *Loss of healthcare facilities and hospitals in certain areas of Knoxville is a challenge*
- *Sidewalks and cross walks are needed near existing bus stops*
- *Availability of public WIFI needs to be throughout public and high traffic areas*
- *Larger trash bins and more frequent pick up to reduce litter*
- *Increase number of garbage receptacles (two bins are sometimes necessary for larger families)*
- *Infrastructure repairs and upkeep*
- *End to expulsion from homeless encampments on public property*

Clean-up of Blighted Lots and Buildings ranked fifth overall and tied for third highest by South Knoxville respondents.

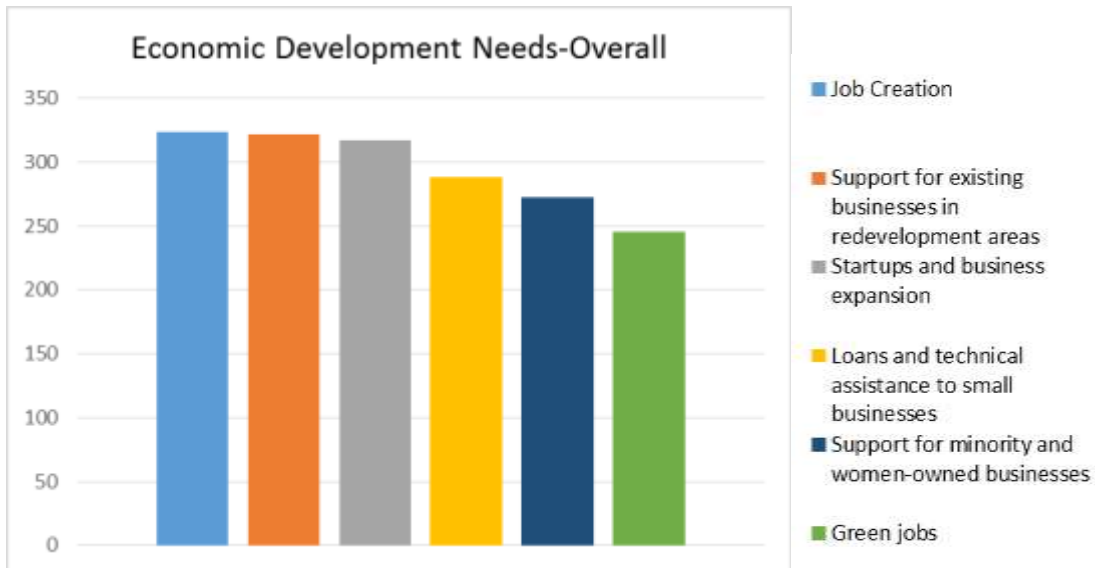
Comments Received:

- *Blighted buildings should be replaced/revitalized for more affordable housing or businesses*
- *Codes Enforcement is not keeping up with the blight problem – too many blighted properties*
- *Tear down existing empty structures could facilitate growth and has the added benefit of reducing crime and blight*
- *Greater emphasis on partnering with private businesses to remove blight, fill vacant buildings, and redevelop targeted corridors*

Quality and Upkeep of Housing ranked last overall and third highest by Downtown respondents.

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *Develop a united community development voice for the East Knoxville and Mechanicsville neighborhoods. We need both affordable housing and good jobs, and we want CDBG funds to tie these two positive outcomes together. The East Knoxville and Mechanicsville neighborhoods once had a vibrant small business presence, which we very much want to see again by providing our resident entrepreneurs a supportive network. We envision three initiatives:*
 - *Support a community capacity building processes (a Community Development Network) within the East Knoxville / Mechanicsville (and within the Lonsdale, and the South Knoxville higher risk neighborhoods if these neighborhoods so choose) to develop a neighborhood vision of community development, a long-term community development plan, and shorter-term goals.*
 - *Develop a training-to-employment construction career ladder within the East Knoxville / Mechanicsville neighborhoods with the Community Development Network and other partners so that trained residents can get jobs within the housing construction and rehabbing job fields funded by CDBG within their neighborhoods.*
 - *Develop a small business incubator within the East Knoxville / Mechanicsville neighborhoods to spur low to middle income residents to create and expand small businesses and jobs within their neighborhoods.*



Job Creation ranked highest overall and highest by LMI, West Knoxville and Downtown respondents.

Comments Received:

- *More emphasis from City of Knoxville on job creation in the future*
- *Work opportunities for persons with histories of justice involvement/Felony Re-entry Programs*
- *Jobs. Jobs. Jobs.*
- *More jobs. Bringing big business and corporations to Knoxville.*

Support for Existing Businesses in Redevelopment Areas ranked second highest overall and highest by Elderly, South Knoxville and Downtown respondents.

Comments Received:

- *Greater emphasis on partnering with private businesses to remove blight, fill vacant buildings, and redevelop targeted corridors*
- *Economic development is a challenge in East Knoxville and Mechanicsville*

Start Ups and Business Expansion ranked third overall, highest by Renter, Minority, Disabled, and East Knoxville respondents, and second highest by LMI, Single-parent, and North Knoxville respondents.

Comments Received:

- *Construction Training*
 - *Increase training for construction contractors*
- *New contractors are unaware of the rules and regulations*
- *Creation of central repository of Contractors*
 - *Organizations are currently having trouble finding good contractors to do work*
 - *Repository potentially could look like a portal with projects, ratings of past work, and other assistance for both contractors and organizations*
 - *Maintain efforts concerning affordable housing, but also increase emphasis on building a career ladder for residents*
 - *Construction jobs should be targeted, as they pay living wages and provide highly valuable skills for the employees*

Loans and Technical Assistance to Small Businesses ranked fourth overall, highest by Single-parent respondents, and second highest by Disabled, North Knoxville and Downtown respondents.

Comments Received:

- *Business Incubator*
 - *Education on financial literacy and maneuvering government requirements*
 - *The provision of mentors and community assets to assist small businesses*
 - *Focus on economic development and fostering entrepreneurs in these neighborhoods*

Support for Minority- and Women-Owned Businesses ranked fifth highest overall, highest by North Knoxville, and South Knoxville respondents, and second highest by Minority respondents.

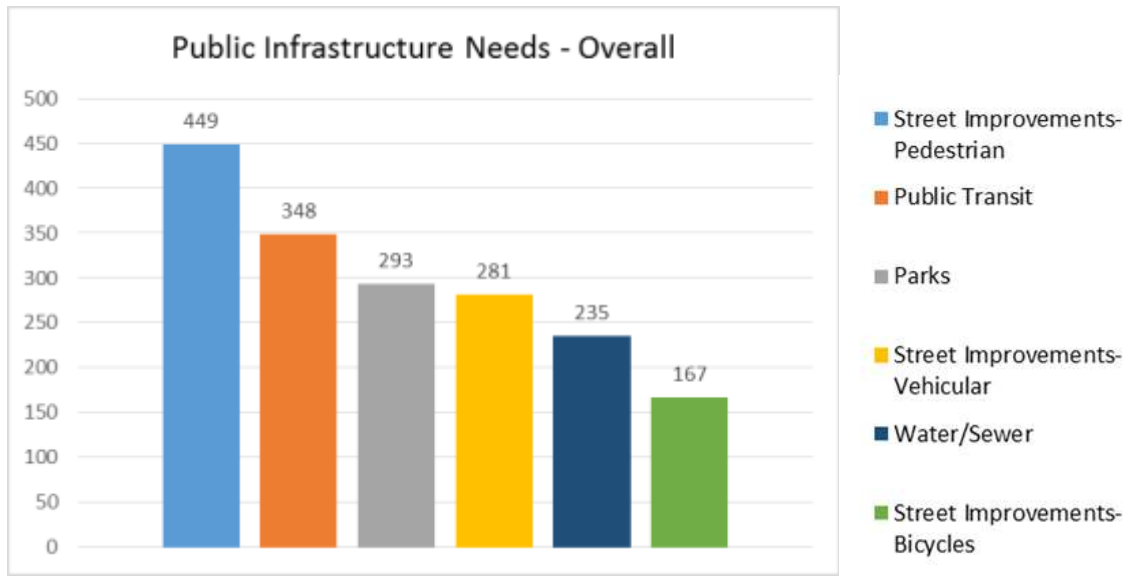
Comments Received:

- *Support for MBE/WBE - Workshops on interviewing, resume building, etc.*
- *Incentivize employers to pay higher wages, living wage*
- *Minority and small contractors need help with bidding, executing, invoicing, getting insured, and working on CAC jobs*
- *City's DBE listing is not easy to use*
- *A City-County DBE database is needed*
- *Single women/mother refugees need resources to access job opportunities*
- *DBEs need education/training with how to prepare a bid, get adequate insurance/bond and meet other pre-qualification requirements, estimate prices and need assistance with back-office support and maintaining a workforce/employees*
- *There is on-going race discrimination in employment*

Green Jobs (solar, lead-based paint abatement, recycling, energy efficiency, etc.) ranked last overall, second highest by South Knoxville respondents, and third highest by Elderly respondents.

Comments Received - Other (not in a specific category or across several categories):

- *Develop an economic and social equity plan of action to move the city toward economic justice*
- *Develop a united community development voice for the East Knoxville and Mechanicsville neighborhoods. We need both affordable housing and good jobs, and we want CDBG funds to tie these two positive outcomes together. The East Knoxville and Mechanicsville neighborhoods once had a vibrant small business presence, which we very much want to see again by providing our resident entrepreneurs a supportive network. We envision three initiatives:*
 - *Support a community capacity building processes (a Community Development Network) within the East Knoxville / Mechanicsville (and within the Lonsdale, and the South Knoxville higher risk neighborhoods if these neighborhoods so choose) to develop a neighborhood vision of community development, a long-term community development plan, and shorter-term goals.*
 - *Develop a training-to-employment construction career ladder within the East Knoxville / Mechanicsville neighborhoods with the Community Development Network and other partners so that trained residents can get jobs within the housing construction and rehabbing job fields funded by CDBG within their neighborhoods.*
 - *Develop a small business incubator within the East Knoxville / Mechanicsville neighborhoods to spur low to middle income residents to create and expand small businesses and jobs within their neighborhoods.*



Street Improvements – Pedestrian (sidewalks, intersection markings, street lights, crosswalks, transit shelters, etc.) ranked highest by all subgroups and geographies.

Comments Received:

- *Sidewalks and cross walks are needed near existing bus stops*
- *More transit shelters are needed (to house multiple people and wheelchair users)*
- *Increase KAT shelters with security features*

Public Transit ranked second highest overall by all subgroups and geographies, except Single-parent respondents (third).

Comments Received:

- *Expand service routes - routes don't reach everywhere people need to go (factories in the Alcoa/Maryville area)*
- *Expand hours of operation - would allow people to work 3rd shift jobs*
- *Lower the cost to ride for people who work, to increase accessibility/affordability*
- *Limit required transfers to reduce the burden on lower income individuals*
- *Use KAT bus station as a warming center in Winter*
- *Immigrants and Refugees need training on how to use the KAT bus system*
- *There's a lack of adequate public transportation to job centers*
- *Knoxville needs to expand their mass transit to areas other than downtown – Farragut, Karns, Powell, South County*

Parks ranked third highest overall and second highest by Single-parent respondents.

Comments Received:

- *Cleanup and maintenance of parks, sidewalks, roadsides, and other common areas*
- *More parks are needed in neighborhoods; More greenways are needed*
- *More bathrooms (and cleaner) are needed*
- *Install more (and maintain) water fountains*
- *Install more lights in parks to reduce crime and allow residents to have gatherings*
- *Install accessible electricity in parks to allow residents to charge their devices, etc.*

Street Improvements – Vehicular (traffic, sight lines, signage, street lights, traffic signals) ranked fourth overall.

Comments Received:

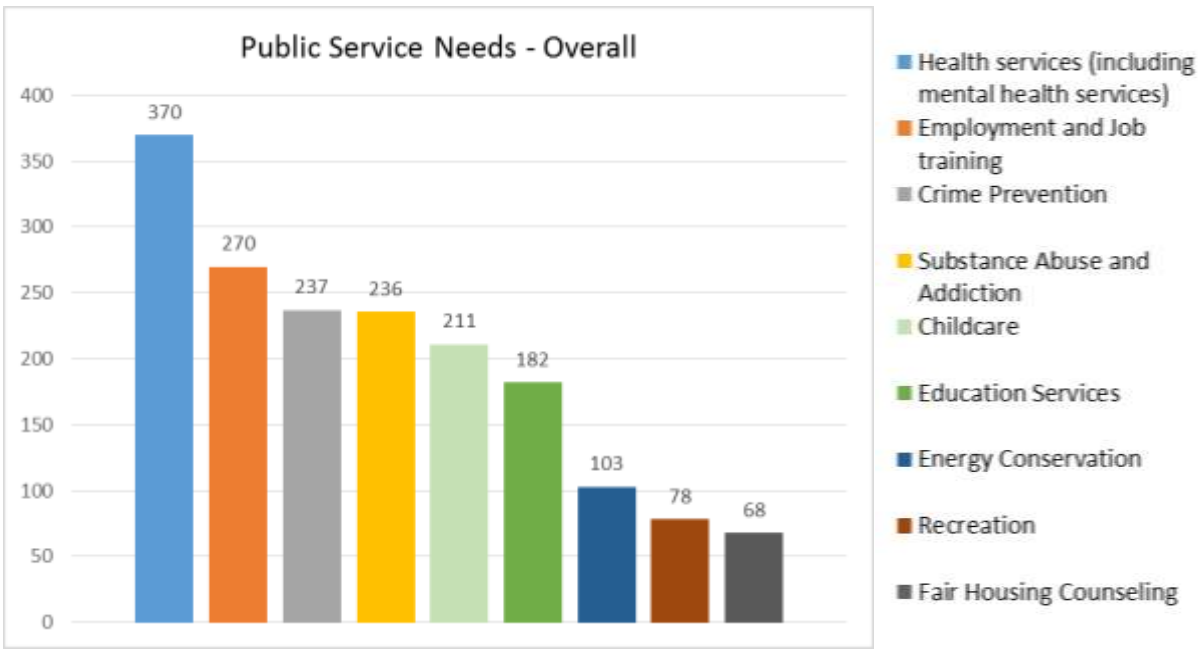
- *Increase traffic alleviation*
- *Traffic Safety and enforcing the speeding laws more police!*
- *More traffic calming*
- *Paving and repairing streets, better trash pickup, more lighting, and more crosswalks*
- *Speed bumps on Connecticut Avenue*
- *Less bicycle paths and more turn lanes on Chapman Highway*
- *Improvements to our roads traffic engineering in Knoxville is a failure*
- *South Knoxville sidewalks and highway safety*

Water and Sewer Line Improvements, Drainage, and Storm Water Improvements ranked fifth highest overall.

Comments Received:

- *Water/Sewer - When it storms, storm water drains are often dysfunctional (East Knoxville)*

Street Improvements – Bicycles (bike lanes, etc.), ranked last overall and by all subgroups, except South Knoxville respondents (fourth) and Downtown respondents (fifth).



Health Services (including mental health services) ranked highest or second highest by all subgroups and geographies.

Comments Received:

- *Support medical care services, especially mental health services*
- *Support homeless care givers and case workers*
- *Life skills training is needed for those with mental illness*
- *Increase “people-centered” case management and wrap around services:*
 - *Current services often do not meet all the needs of the individuals*
 - *A more focused approach on service delivery*
 - *More customer-friendly*
- *Increase health services at lower costs*
 - *Health services expensive and scarce (Cherokee Health has a 3 month waiting period)*
 - *Many ailments go untreated because treatment is unaffordable or patients lack knowledge on how to access healthcare system*
- *Increase mental health services and facilities*
 - *Closing of Lakeshore is a concern, as many former residents had nowhere to go*
 - *Growing mental health problem means growing need for facilities/services*
 - *Underlying causes of homelessness is often grief, addiction, trauma, ACEs*
- *Care for the Care-givers*
 - *Lack of resources, often there is no help available to give to those needing housing, etc.*
 - *Grief counseling for care givers to cope with clients dying (overdoses, especially)*
- *Remove barriers for services for undocumented people*
- *More and better case management and start-up services for homeless youth*
- *Prevention starting with the children and in the schools. It’s time we stop blaming broken adults who didn’t get the support they needed as children. We need programs in the schools teaching coping skills, empathy and compassion. An army of role models and mentors and stop feeding at-risk kids through a*

Three R assembly line that doesn't prepare them for a world with the generational scars they develop along the way.

- *Loss of healthcare facilities and hospitals in certain areas of Knoxville is a challenge*

Employment and Job Training Services ranked second highest overall and highest by Minority, East Knoxville and Downtown respondents.

Comments Received:

- *Job training b/c industries like construction are having difficulty finding skilled laborers*
- *“Working Poor Dilemma” (30-80% AMI is worse off working b/c they do not receive as much assistance as those who don’t work. Need to incentivize work and increase efforts to get 30-80% AMI population into affordable housing)*
- *More vocational schools are needed*
- *Work opportunities for persons with histories of justice involvement/Felony Re-entry Programs*
- *Construction Training*
- *Increase training for construction workers - high paying jobs are currently going unfilled*
- *Construction jobs should be targeted, as they pay living wages and provide highly valuable skills for the employees*
 - *Maintain efforts concerning affordable housing, but also increase emphasis on building a career ladder for residents*
 - *Not only can residents work construction to build housing in low income areas, they can build up their own houses and neighborhoods with the newly acquired skills that construction employment brings*
- *Increase support systems and programs like KLF Workforce Development*
- *Barriers for admittance in these programs/services should be reduced/eliminated (time limits and drug testing)*
- *Continue allowances for participants*
- *Underlying cause of homelessness is generational poverty*
- *Lack of transportation to job centers*
- *Support and training underserved women*
- *Develop a training-to-employment construction career ladder within the East Knoxville / Mechanicsville neighborhoods with the Community Development Network and other partners so that trained residents can get jobs within the housing construction and rehabbing job fields funded by CDBG within their neighborhoods.*

Crime Prevention ranked third highest overall and second highest by Elderly and East Knoxville respondents.

Comments Received:

- *De-escalation training for police to better manage incidents with persons with mental health issues*
- *There is on-going race discrimination in employment, criminal justice, healthcare and education*
- *Police and community relations is a challenge in the Black community (PARC complaints are not resolved satisfactorily)*
- *A specific solution that is already in place is the card issued to law enforcement that assists with their communication with deaf individuals. This card is popular among the disabled community and police*

officers because of its effectiveness. Because of the popularity, the participants desired for the card to be possibly expanded to encompass other IDD's.

- *Work opportunities for persons with histories of justice involvement/Felony Re-entry Programs*
- *Police patrols especially traffic enforcement*
- *Limiting access to guns/violence prevention*
- *Better Community Interaction to curb violence and illegal activity*
- *Increased ambient lighting in parks and other common areas would aid in fighting crime*

Substance Abuse/Addiction Services ranked fourth highest overall, third (or tied for third) highest by Elderly, Single-parent, West Knoxville and South Knoxville respondents.

Comments Received:

- *Bring services to the people (instead of making people find transportation to where services are)*
- *More consistency is needed in special needs programs (opioids)*
- *People with HIV+ and Hepatitis+ lack access to drug treatment services (including syringes) and programs*

Childcare ranked fifth overall, highest by Single-parent respondents, and third highest by Renter respondents.

Comments Received:

- *More affordable or free childcare; Affordable high quality child care*

Education Services ranked sixth highest overall.

Comments Received:

- *Increased accessibility of social services in areas of scarcity (Lonsdale community) that support families (with children in Lonsdale Elementary School)*
- *Give high school students chances to set goals for post high school*
- *Social workers in KCDC housing should track school absenteeism*
- *To prevent bullying, education is needed for youth about disabilities*
- *Knox County Schools needs liaison to connect families with resources*
- *Increase funding for schools that have higher needs*
- *Any school with a dearth of social workers, guidance counselors, other resources*
- *Decrease the Parent Responsibility Zone to increase attendance*
- *More community schools (K-8th grade), Make Lonsdale a K-8 community school*
- *More neighborhood schools instead of larger, "zoned" schools*

Energy Conservation ranked seventh highest overall.

Comments Received:

- *Renewable energy & distributed energy options*
- *Electric, wind and solar tech for public service buildings*

Recreation ranked eighth highest overall.

Comments Received:

- *More youth centers or gyms (that are free)*
- *Recreation programs for individuals with developmental disabilities*

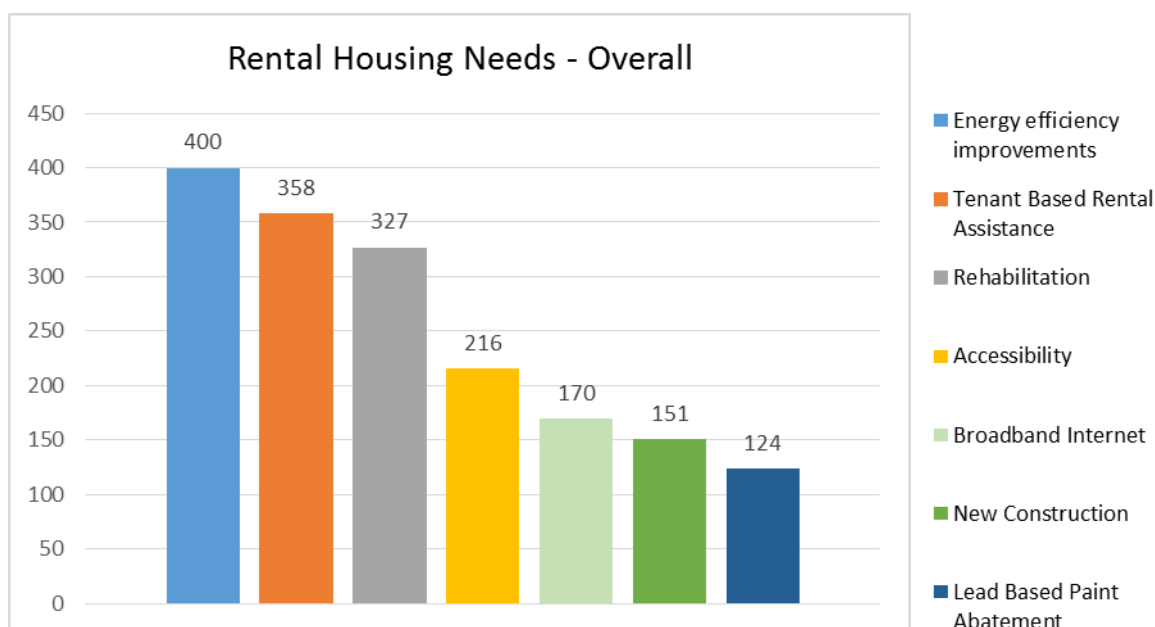
Fair Housing Counseling Services ranked last overall.

Comments Received:

- *Need more services to immigrant populations*
- *Better fair housing enforcement*
 - *Recognition that slumlords do still exist and they do not keep up with repairs and take advantage of already bad situations*
 - *More education to landlords will increase their awareness*
 - *THRC fliers were requested to be printed in Spanish*
- *Refugees need information/education about their legal rights to housing*
- *Shelters will not take in pregnant women/discriminatory*
- *Homeless with service dogs can not get access to shelter and health care/lack of advocacy/knowing their legal rights*

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *Litter Clean up*
- *Waste Management/Glass Recycling*
- *Municipal Broadband*
- *Church participation*
- *Create a paper roadmap for navigation of city/social services*
 - *211 & 311 are working well, but additional services would be ideal, 211 could have case managers who connect people with resources*
 - *Increase the use of churches to spread information*
- *Better enforcement of Language Line usage and improvement of webpage translations*
 - *The signage and promotion of this service is not always prevalent, and customers do not always have knowledge of this service*
 - *Webpage translations are often wrong, should be improved and maintained*
 - *Staff should be trained in the use of this service, and signage needs to be prominently displayed*



Energy Efficiency Improvements ranked either highest or second highest by all subgroups and geographies.

Comments Received:

- *KUB Board that supports lower fixed rates*
- *Lower KUB fees (or no fees) for economically disadvantaged*
- *Increase weatherization*

Tenant-based Rental Assistance ranked second overall and second highest by Renter, Disabled, Single-parent, East Knoxville, and Downtown respondents.

Comments Received:

- *City of Knoxville should focus more on subsidizing housing and less on subsidizing development*
- *Having housing means that you don't make it on a priority list for subsidized housing*
- *"Working Poor Dilemma" (30-80% AMI is worse off working b/c they do not receive as much assistance as those who don't work. Need to incentivize work and increase efforts to get 30-80% AMI population into affordable housing)*
- *Stabilization of rents is needed*
- *Growing wealth and eventually owning a home is difficult*

Rehabilitation (including emergency and minor home repairs) ranked third highest overall, second highest by South Knoxville respondents, and highest by Downtown respondents.

Comments Received:

- *Standardize Eligibility Requirements*
- *Eligibility requirements for different programs are almost as varied as the programs themselves, creating confusion*
- *Standardizing requirements would make screening much easier and more efficient*
 - *Some programs are required to look at income going back, while others must look at future income (ex. weatherization is 200% of the poverty line, but City of Knoxville/HUD is 80% of the area median income)*

Accessibility Improvements ranked fourth by almost every subgroup and geography, except Downtown where it ranked third highest.

Comments Received:

- *If government funds are used in the construction of housing, then each unit needs to be accessible for people with disabilities*
- *More fair and accessible affordable housing is needed*

Broadband Internet ranked fifth overall.

Comments Received:

- *Increased access to low cost internet*
- *Many families in GSP Community Schools lack access to computer/access to internet*

New Construction ranked sixth overall.

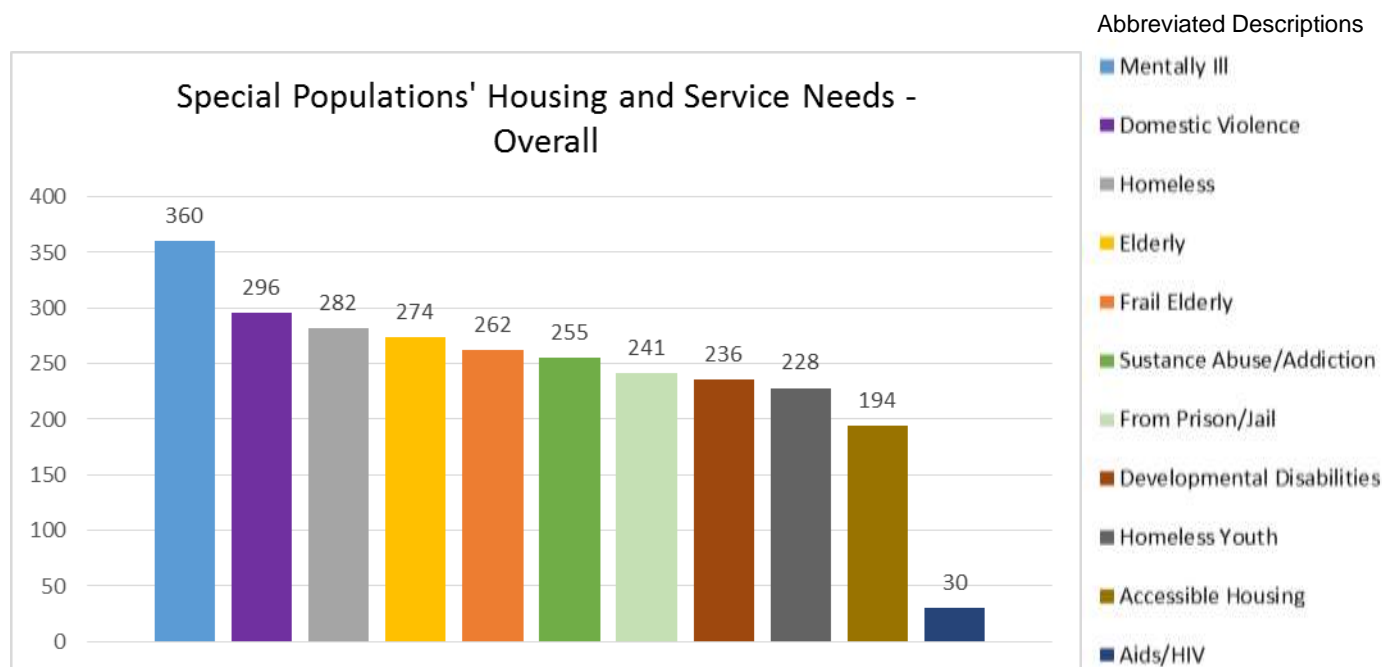
Comments Received:

- *Increase affordable rental housing*
 - *Not enough rental housing to accommodate the need in the community, and existing rental property rents are too high (often 50%+ of income)*
- *Need to build more rental units and keep them affordable*
- *More income-based housing not in the 'hood*
- *Incentivize tax sale properties for affordable housing development*
- *The use of a land bank also facilitates people from rental status to homeownership*
- *We need more public housing.*

Lead Hazard Screening/Abatement ranked last overall.

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *Incentives for Landlords*
 - *More landlords are needed to take Section 8 vouchers/More education and outreach*
 - *Consider tax breaks or other incentives for landlords and affordable housing developers*
 - *Incentives to build housing for seniors, other populations*
 - *Have a way to pay landlords for damages to their properties, incentivizing upgrades to the properties*
 - *Improve engagement with landlords from agencies/organizations*
- *Streamline process for people from KCDC to homeownership*
 - *Increase funding for acquisition for Section 8 homeownership (more individuals/families transition from renting to owning)*
- *More housing for middle-income (a big jump between homeless/very low income housing and middle-class)*
- *Displacement of renters, especially minority/Black renters*
- *Affordable housing downtown*



Housing and Services for People with Mental Illness ranked in the top three highest priority needs by all subgroups and geographies.

Comments Received:

- *Closing of Lakeshore is a concern, as many former residents had nowhere to go*
- *Growing mental health problem means growing need for facilities/services*
- *Underlying causes of homelessness is often grief, addiction, trauma, ACEs*

Housing and Services for People Experiencing Domestic Violence ranked second overall and highest by Renter respondents.

Comments Received:

- *More emergency housing is needed for victims of domestic violence (especially immigrant/refugees)*

Housing and Services for People Experiencing Homelessness ranked third overall and highest by Disabled respondents.

Comments Received:

- *Closing of Lakeshore is a concern, as many former residents had nowhere to go*
- *Growing mental health problem means growing need for facilities/services*
- *Underlying causes of homelessness is often grief, addiction, trauma, ACEs*
- *A Housing Navigator position would help alleviate lack of coordination between agencies*
- *More Permanent Supportive Housing (specifically the Housing First model) is needed*
 - *A gap exists between what PSH currently offers and long-term care, and gap needs to be filled regardless of insurance status, (something similar to Willow Cottage)*
 - *Needs a treatment component as well to address drug addiction, physical health, and behavioral health*
- *Increased homelessness among Black and other minority populations*

- *Improve KPD relationship with people experiencing street homelessness (Treat with dignity; Targeting and criminalizing poverty are a problem)*
- *More advocacy is needed for homeless with disabilities*
- *Self-defense classes for homeless youth*
- *End to expulsion from homeless encampments on public property*

Housing and Services for Elderly People (independent living with supportive services) ranked fourth highest overall, highest by Elderly and Disabled respondents, and second highest by South Knoxville respondents.

Comments Received:

- *Incentives to build housing for seniors*
- *More multi-generational housing for community living*
- *Senior Services needed*
 - *System navigation assistance for the elderly/caregivers*
 - *Creation of city/county coordinator position to help seniors navigate options*
 - *Help with Medicare, Social Security, rides to appointments, etc.*
 - *Increased access to fresh food for seniors*
 - *Increased access to fresh foods (Lonsdale and areas of East Knoxville)*
 - *Increased community supports for seniors (like Meals on Wheels)*
- *More on-demand transit like an Uber for seniors - Long wait times are inconvenient and at times harmful for seniors, More single-rider and multi-rider options*
- *DHS and HIS should work together not have benefits that cancel each other out. Elderly on \$800/month gets \$400 assistance and with current prices of food and housing that is beans rice and corn bread once a day. Old people deserve better.*
- *The “Yellow Book” resource guide for services specific to seniors is very helpful*

Housing and Services for the Frail Elderly ranked fifth overall and East Knoxville respondents ranked it third highest.

Comments Received:

- *Expansion of hospice and hospice-funded programs*
- *DHS and HIS should work together not have benefits that cancel each other out. Elderly on \$800/month gets \$400 assistance and with current prices of food and housing that is beans rice and corn bread once a day. Old people deserve better.*

Housing and Services for People with Substance Abuse/Addiction ranked sixth overall and second highest by North Knoxville respondents.

Comments Received:

- *There’s no place for people to go after rehabilitation, so they become homeless again*
- *Lack of coordination between hospitals and jails for re-entry to the community*

Housing and Services for People coming out of Prison or Jail ranked seventh overall and highest for Minority and East Knoxville respondents.

Comments Received:

- *Increase “second chance” housing, as a criminal record can be a barrier to housing*

- *There's no place for people to go after rehabilitation, so they become homeless again*
- *Lack of coordination between hospitals and jails for re-entry to the community*
- *More halfway houses for people coming out of jail/prison*
- *Lowering Qualification Requirements for Affordable Housing*
 - *Existing barriers are keeping people locked out, especially if they have a criminal background*

Housing and Services for People with Developmental Disabilities ranked eighth overall, second highest by Minority and East Knoxville respondents, and highest for Single-parent respondents.

Comments Received:

- *Recreation programs for individuals with developmental disabilities*

Housing and Services for Unaccompanied Youth ranked ninth overall, fourth highest by Single-parent respondents, and second highest by Downtown respondents.

Comments Received:

- *Youth - More permanent housing options for youth aging out of government programs designed for them*
- *A shared housing model/roommates for young people*
- *A program like Scholar's House for homeless college students*
- *Increased housing for the adopted/foster population*

Accessibility Improvements for People with a Disability ranked tenth overall and Disabled respondents ranked it second highest.

Comments Received:

- *Make all units that receive government funds accessible to all populations*
- *If government funds are used in the construction of housing, then each unit needs to be accessible for people with disabilities*
- *More fair and accessible affordable housing is needed*
- *Expand City ADA office*
- *Train public employees on persons experiencing IDD (Intellectual/Developmental Disabilities)*
- *People experiencing these sometimes have trouble gaining access to services, interacting with law enforcement, and any number of other communications that are necessary for daily living*
- *City should consider increased trainings for KPD, the Sheriff's office, Knox County Schools, and City of Knoxville employees on how to deal with situations involving persons within this population.*
- *A specific solution that is already in place is the card issued to law enforcement that assists with their communication with deaf individuals. This card is popular among the disabled community and police officers because of its effectiveness. Because of the popularity, the participants desired for the card to be possibly expanded to encompass other IDD's.*
- *Disability training for agencies and in general*
- *Recreation programs for individuals with developmental disabilities*

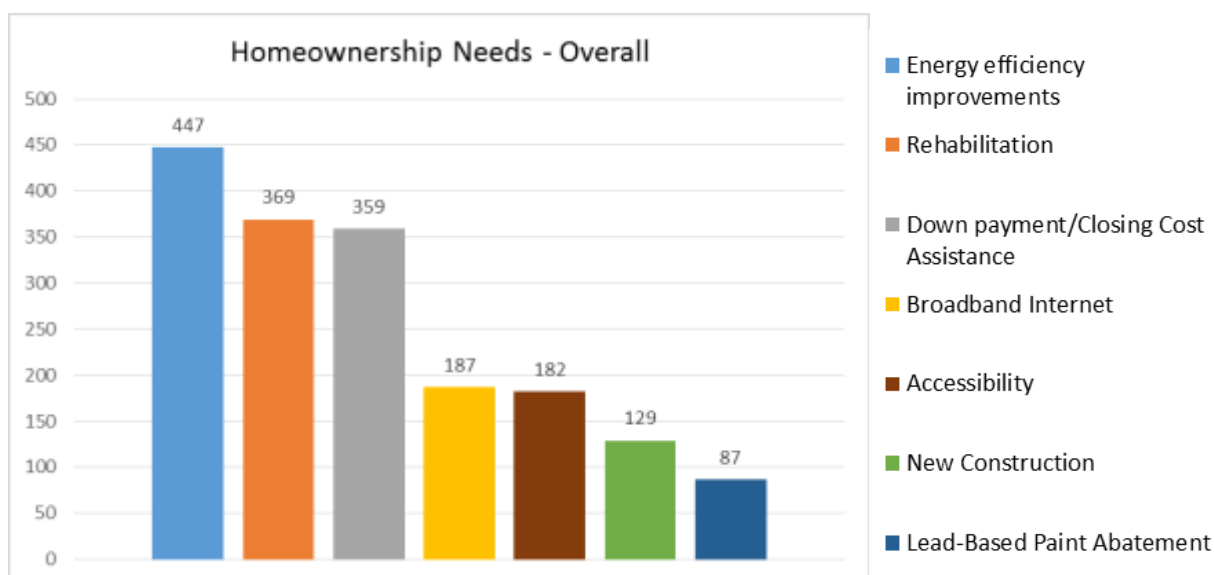
Housing and Services for People with Aids/HIV ranked last overall.

Comments Received:

- *People with HIV+ and Hepatitis+ lack access to low barrier housing*

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *Veterans - Increase affordable housing for veterans*
- *Refugees*
 - *Refugees need information/education about their legal rights to housing*
 - *Single women/mother refugees need resources to access housing*
 - *More emergency housing is needed for victims of domestic violence (especially immigrant/refugees)*
- *Better enforcement of Language Line usage and improvement of webpage translations*
 - *The signage and promotion of this service is not always prevalent, and customers do not always have knowledge of this service*
 - *Webpage translations are often wrong, should be improved and maintained*
 - *Staff should be trained in the use of this service, and signage needs to be prominently displayed*
- *Prevention starting with the children and in the schools. It's time we stop blaming broken adults who didn't get the support they needed as children. We need programs in the schools teaching coping skills, empathy and compassion. An army of role models and mentors and stop feeding at-risk kids through a Three R assembly line that doesn't prepare them for a world with the generational scars they develop along the way.*



Energy Efficiency Improvements ranked highest by all subgroups and geographies, except by Single-parent respondents (second).

Comments Received:

- *KUB Board that supports lower fixed rates*
- *Lower KUB fees (or no fees) for economically disadvantaged*
- *KUB fees frozen*
- *Energy efficiency: affordable solar panels and installation of new windows from KEEM*
- *Increase weatherization*
- *Need for education of homeowners on how to address energy usage (low-flow shower heads, for example)*

Rehabilitation (including emergency and minor home repairs) ranked second overall, second highest by Elderly and Disabled respondents, and by all geographies, and LMI, Renters, Minority, and Single-parent respondents ranked it third highest.

Comments Received:

- *Standardize Eligibility Requirements*
 - *Eligibility requirements for different programs are almost as varied as the programs themselves, creating confusion*
 - *Standardizing requirements would make screening much easier and more efficient*
 - *Some programs are required to look at income going back, while others must look at future income*
 - *Weatherization is 200% of the poverty line, but City of Knoxville/HUD is 80% of the area median income*
- *More owner-occupied minor home repairs*
- *Mold is a problem in older homes*
- *Lead in water can be a problem*
- *More resources needed to help people keep their homes and build wealth*
- *More education needed for homeowners to understand predatory lending*
- *More owner-occupied rehab*
- *Increase in max after-rehab value (currently \$168,000)*

- *Increase flexibility in funding to do more acquisition rehab*
- *Increase funds/assistance with upkeep post-purchase*
- *Housing maintenance is important to retain the value of the home, especially true for Section 8 housing*

Down payment/Closing Cost Assistance ranked third highest overall, highest by Single-parent and East Knoxville respondents, and second highest by LMI, Renter, Minorities, and West Knoxville respondents.

Comments Received:

- *More down payment assistance is needed*
- *Home buying assistance for people with student loan debt*

Broadband Internet Access ranked fourth highest overall.

Comments Received:

- *Increased access to low cost internet*
- *Many families in GSP Community Schools lack access to computer/access to internet*

Accessibility Improvements ranked fifth overall and third highest by Elderly respondents.

Comments Received:

- *If government funds are used in the construction of housing, then each unit needs to be accessible for people with disabilities*
- *More fair and accessible affordable housing is needed*

New Construction ranked sixth overall and third highest by East Knoxville respondents.

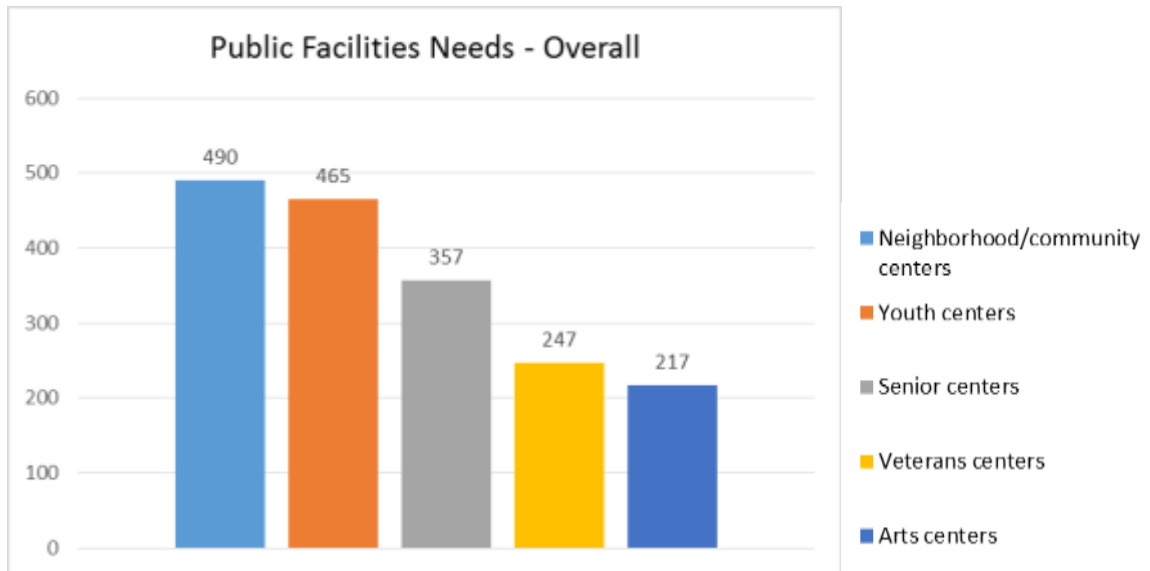
Comments Received:

- *Increase single-family housing in Opportunity Zones*
- *Give priority to affordable housing development permits*
- *Incentivize tax sale properties for affordable housing development*
- *Increase affordable housing*
- *More housing for middle-income (a big jump between homeless/very low income housing and middle-class)*

Lead Hazard Screening and Abatement ranked last overall.

Comments Received - Other (not in a specific answer/choice category or across several categories):

- *Land Bank - Current real estate market is highly competitive, best land and best houses are selling for more and more money*
 - *Land banks level the playing field*
 - *The use of a land bank also facilitates people from rental status to homeownership*
- *Streamline process for people from KCDC to homeownership*
- *Affordable housing downtown*



Neighborhood/Community Centers ranked highest overall and by all subgroups and geographies, except Downtown respondents (second highest).

Comments Received:

- *An LGBTQIA+ community center*
- *Recreation programs for individuals with developmental disabilities*

Youth Centers ranked second overall, highest by Downtown respondents, tied for highest by Single-parent respondents, and third highest by Elderly respondents.

Comments Received:

- *More youth centers or gyms (that are free)*
- *Improve Recreation Centers*
- *Help children in after-school programs with schoolwork completion*
- *Computers would be a great addition*

Senior Centers ranked third highest overall and second highest by Elderly and Single-parent respondents.

Veterans Centers ranked fourth overall and third by Downtown respondents.

Arts Centers ranked last overall and third highest by Single-parent respondents.

Survey Respondents Demographics

Timeframe: Early July – early October 2019

623 total individuals

63.5% female; 36% male, <1% non-binary

71% White, non-Hispanic

29% Minority race or ethnicity:

African American/Black – 21%

Asian/Asian American – <1%

American Indian or Alaska Native – 1%

Asian and White – 2%

African American/Black and White – 4%

Other – <1%

Hispanic or Latino – 1%

76% were 25-64 years old; 16% were 65+

19% were disabled

Annual Household Income/HH Size

Total w/in 80% AMI – 284 (49%):

0-30% AMI – 93 (33%)

31-50% AMI – 72 (25%)

51-80% AMI – 119 (42%)

49%+ w/in 80% AMI (LMI definition)

65% own their home; 30% rent; 5% neither

Household Type:

Elderly (aged 62+) – 20%

Single, non-Elderly – 22%

Single parent – 10%

Two-parent - 30%

Other – 18%

Household Size:

44% in 1 person households

77% in 1-2 person households

94% are in 1-4 person households

Geographic Distribution:

28% North Knoxville

24% West Knoxville

20% East Knoxville

16% South Knoxville

3% live downtown

8% outside City

Survey Instrument

The City of Knoxville's Community Development Department is in the planning stages for its Five Year (2020-2024) Consolidated Plan that will be submitted to the US Dept. of Housing and Urban Development (HUD) in May 2020.

The Consolidated Plan is a strategic plan that guides how HUD funds, such as Community Development Block Grant (CDBG), HOME Investment Partnerships Funds, and Emergency Solutions Grant (ESG) funds are allocated.

HUD grant funds are valuable for helping the City and its community partners tackle serious challenges facing our neighborhoods, such as the lack of affordable housing, homelessness, blighted properties, economic development, and other issues.

The survey questions are primarily based on HUD-eligible activity categories. Your responses will help us to identify local funding priorities for the HUD grants, and will also help to inform the City of other community needs.

Please choose the top priority needs in each category from the selections given that most closely represent **your** opinion and your own perspective and experiences.

Your responses are anonymous and will be reported in group form only. Your opinion matters to us, we appreciate you sharing it.

Community Development Department
Consolidated Plan Community Needs Survey – 2019

1. Please choose from the following, the top 3 most important * NEIGHBORHOOD needs:

Affordability of housing

Quality and upkeep of housing

Public infrastructure (sidewalks, streets, parks, etc.)

Public services (crime prevention, substance abuse/addiction, health, mental health, employment and job training services, recreation, energy conservation, etc.)

Overall quality of life in the neighborhood (walkability, safety)

Clean-up of blighted lots and buildings

2. Please choose from the following, the top 3 most important HOMEOWNERSHIP needs:

Energy efficiency improvements

Lead hazard screening/abatement

New construction

Rehabilitation (including emergency and minor home repairs)

Down payment/closing cost assistance

Accessibility improvements

Broadband internet access

3. Please choose from the following, the top 3 most important RENTAL HOUSING needs:

Energy efficiency improvements

Lead hazard screening/abatement

New construction

Rehabilitation (including emergency and minor home repairs)
Tenant-based rental assistance
Accessibility improvements
Broadband internet access

4. Please choose from the following, the top 3 most important HOMELESS needs:

Homelessness prevention
Emergency shelter and other short-term housing
Street outreach
Affordable permanent housing
Support services connecting people to resources
Employment/economic stability
Rapid re-housing services (rent and utility deposits assistance)

5. Please choose from the following, the top 5 most important HOUSING needs for SPECIAL POPULATIONS:

Housing and services for the frail elderly
Housing and services for people with AIDS/HIV
Housing and services for people with developmental disabilities
Housing and services for people with mental illness
Housing and services for people with substance abuse/addiction
Housing and services for elderly people (independent living with supportive services)
Housing and services for people coming out of prison/jail
Accessibility improvements for people with a disability
Housing and services for people experiencing domestic violence
Housing and services for unaccompanied youth (ages 18-24)
Housing and services for people experiencing homelessness

6. Please choose from the following, the top 3 most important ECONOMIC * DEVELOPMENT needs:

Job creation
Green jobs (solar, lead based paint abatement, recycling, energy efficiency, etc.)
Support for minority and women-owned businesses
Loans and technical assistance to small businesses
Assistance for startups and business expansion
Support for existing businesses in redeveloping areas
Other (please specify)

7. Please choose from the following, the top 3 most important PUBLIC SERVICES needs:

Childcare
Crime prevention
Education services
Substance abuse/addiction services
Health services (including mental health services)
Employment and job training services
Recreation
Energy conservation
Fair Housing counseling
Other, please complete below.

8. Please choose from the following, the top 3 most important PUBLIC FACILITIES needs:

Senior centers

Youth centers

Veteran centers

Neighborhood/community centers

Arts centers

9. Please choose from the following, the top 3 most important INFRASTRUCTURE * needs:

Street improvements - bicycles (bike lanes, etc.)

Street improvements - vehicular (traffic, sight lines, signage, street lights, traffic signals)

Street improvements - pedestrian (sidewalks, intersection markings, street lights, crosswalks, transit shelters, etc.)

Public Transit

Water and sewer line improvements, drainage and storm water improvements

Parks (including community gardens and greenways)

10. Based on the previous questions that list specific service components in each category, please choose the top 3 categories of services that you feel are most important:

Neighborhoods needs

Housing needs for special populations

Rental housing needs

Homeownership needs

Homelessness needs

Public services needs

Public facilities needs

Infrastructure needs

Economic development needs

11. What is your age?

Under 18 years

18 to 24 years

25 to 34 years

35 to 44 years

45 to 54 years

55 to 64 years

Age 65 or older

Other

12. Please check one of the below.

Male

Female

13. How do you describe yourself? Please check one that best describe you. Use "other" if your race/ethnicity is not listed.

Non-Hispanic White

Black or African American

Asian or Asian American

American Indian or Alaska Native

Native Hawaiian or Other Pacific Islander
Asian and White
Black/African-American and White
Hispanic or Latino
Other (please specify)
One Person Two People Three People Four People Five People

For your household size
(see the number above each of the columns), please select your approximate annual household income from the drop-down menu. *The income ranges are broken-down the way they are shown here to match HUD Income Limits (2019)

14. What is your approximate annual household income?

15. Do you own or rent your home?
Own
Rent
Neither

16. Which best describes your household?
Single, non elderly
Elderly (62 and above)
Single-parent
Two parents
Other

17. Do you or does anyone in your household have a disability?
Yes
No

18. In what ZIP code is your home located? (enter 5-digit ZIP code; for example, 00544 or 94305)
Other (please specify)

19. How did you hear about the survey?
City of Knoxville website
Knoxville News Sentinel
Through a mailing
Through a meeting
Facebook
Neighborhood meeting
Word-of-mouth
Office of Neighborhoods
Twitter

20. Please add any additional questions, comments, concerns and/or suggestions you may wish to share with us.

Thank you for taking the time to complete this survey, your feedback is very valuable to us. **End**